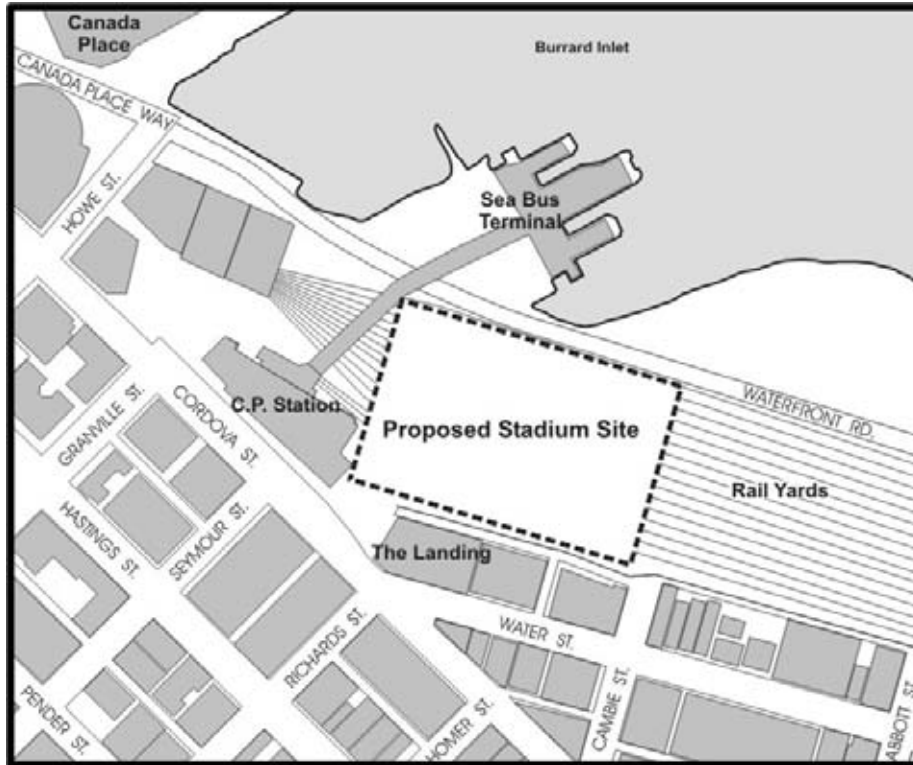


WHITECAPS STADIUM - INITIAL REVIEW TERMS OF REFERENCE

1.0 BACKGROUND



The Whitecaps organization is proposing to locate a new soccer stadium on a site over the CPR rail yard between Granville Square and the foot of Cambie Street. They propose a facility with 15,000 seats initially, expandable to 30,000 at a later date. The facility would be the site of Whitecaps Soccer games, as well as other sports events and concerts.

Because of the unusual and challenging nature of such a facility in this location, the City has determined that an initial, high level review of the proposal is needed to determine whether it has a reasonable chance of being successful in meeting City planning objectives for the area; and of having sufficient public support.

The Review will be undertaken partly by City staff and partly by an outside consultant team.

After the Initial Review is complete, staff will report to City Council who will decide whether to proceed further with the planning for the project. If so, the proposal would be folded into the anticipated Waterfront Lands/Hub Structure Plan Study, followed by an Official Development Plan process and/or Rezoning process, as normal for such a major project.

2.0 PURPOSE

The purpose of the Initial Review will be to assess the initial Whitecaps proposal and advise Council:

- whether it is, or could reasonably be revised to be, compatible with City objectives related to land use, form and character, transportation, economic impacts, environmental sustainability, etc;
- whether it has, or could have, reasonable public support within nearby areas, with key stakeholders;
- of social and community impacts and benefits; and
- if appropriate, the conditions and steps under which the project could proceed further

This is intended to be a fairly fast, high level review. Given the purpose above, it is expected that the outcomes will be in the nature of informed, and often qualitative, judgements rather than definitive answers.

The Review comprises two main sections: Policy and Technical Assessment, and Public Consultation and Media Relations. The City will engage a consultant team to address topics A and B of the Policy and Technical Assessment, and undertake the Public Consultation and Media Relations. City staff will address topics C to J of the Policy and Technical Assessment.

3.0 POLICY AND TECHNICAL ASSESSMENT

The Policy and Technical Assessment will address the following questions, taking into account such adopted City policies and plans as are relevant (list of relevant policy documents to be supplied by City staff).

A. Uses

A 1. Are the uses and activities consistent with existing and emerging policy for the site itself, as well as Gastown, the Port Lands, and other adjacent areas?

A 2. What alternative uses could be considered for the site and adjacent rail yards?

B. Form, Character and Livability

B 1. Will the proposed development and its operations generally fit into the site taking into account the anticipated future road linkages over the tracks?

B 2. Could this type of built form make a positive contribution to the City's urban form?

B 3. Could the proposal be positive, or neutral, in its urban design relationship to neighbouring urban fabric, and in particular to heritage structures and areas?

B 4. Would the impacts on identified public views and open spaces be acceptable?

B 5. Would the shadowing impacts on public spaces and pedestrian routes be acceptable?

B 6. Would the impacts on private views and privacy of nearby residents, commercial tenants and low income Downtown Eastside residents be reasonable? Do residents advise that these impacts are reasonable?

B 7. Would the noise impacts on nearby residents, commercial tenants and low income Downtown Eastside residents be reasonable? Do residents advise that these impacts are reasonable?

B 8. What are the social and community impacts and benefits, including but not limited to housing, parks and recreation, community services, etc?

C. Transportation, Accessibility and Linkages

- C 1. Is the proposed extent and pattern of the publicly-owned road network and other linkages appropriate, including provision for public pedestrian and cycle access through the site?
- C 2. Will the traffic, pedestrian and transit demands be manageable with foreseeable adjacent road, sidewalk, and transit capacities? What infrastructure improvements will be required and are they achievable? What will be the impacts on adjacent areas (minimum 4 block radius) and adjacent neighbourhoods, including the Downtown Eastside, Grandview-Woodlands and Chinatown?
- C 4. Will parking, loading, bicycle and passenger spaces provisions be adequate?
- C 5. Will arrangements for buses (transit and charter), Handidart, and other disability access be satisfactory?
- C 6. Is the anticipated mode split consistent with the City's transportation objectives?
- C 7. What will impacts be on the future transportation capacity available for CP Rail and Port of Vancouver (including future Central Waterfront Port Lands development)?
- C 8. What is the transportation impact on vulnerable Downtown Eastside pedestrians and residents?

D. Emergency Services, Security, Utilities

- D 1. Could the fire and emergency access needs be met?
- D 2. Could dangerous goods movements be addressed?
- D 3. What will be the implications for Port security?
- D 4. What will be the implications for Olympics requirements, particularly for security?
- D 5. How will the site be serviced with utilities?

E. Economic Impact

- E 1. Is the proposal itself likely to be economically viable?
- E 2. What is likely to be the economic impact on:
- a. the City as a whole?
 - b. businesses in Gastown and other nearby areas?
 - c. existing competing venues such as BC Place, GM Place and civic theatres?
 - d. low income residents in the Downtown Eastside, including consideration of housing and rent prices?
- E 3. Are there likely to be significant job creation opportunities and other economic opportunities for lower income residents of the Downtown Eastside area? Are the job creation opportunities going to be sustainable as well as significant? Will there be guarantees that low income Downtown Eastside residents will be able to use the stadium?

F. Environmental Sustainability

- F 1. How will the stadium perform in terms of green building standards?
- F 2. Could the proposed stadium add or take away from the greenspace in the area?
- F 3. What are the impacts on the environment, ecology and users of Crab Park, and the human load on intended park design? Will local users get pushed out by fans?

G. Public Benefits

- G 1. What level of public benefits demands and contributions might be generated through this project for adjacent communities, with emphasis on inclusivity of access for local low income Downtown Eastside residents?

H. Social Impacts

H 1. Examine the social impact on low income Downtown Eastside residents (For example, will soccer fans who have been drinking alcohol in local establishments respect the low income homeless, mentally ill and addicted people in the Downtown Eastside? Will local businesses catering to stadium customers put on more pressure to push out local residents and their services, and to limit panhandling?)

I. Housing

I 1. Examine the impact of the stadium on the Downtown Eastside Housing Plan.

J. Gentrification and Rental Rates

J 1. Examine the impact of the stadium on gentrification and room rental rates.

4.0 PUBLIC CONSULTATION AND MEDIA RELATIONS

This portion of the Review will be handled by a Consultant Team. The intention of the public consultation portion of the Initial Review will be to inform affected residents and businesses about the proposal, and to identify the issues and opportunities they perceive. It is not intended that this consultation will resolve issues, but that it will take a measure of their intensity and complexity.

The consultation is to include at least two public open houses, as well as meetings with local groups and major landowners. (There may be 20 - 30 interested groups and landowners, but some meetings may be able to be combined.)

The media relations component will be intended simply to provide accurate information about the Review process and content, separate and distinct from the public relations efforts that Whitecaps organization may be undertaking for the purposes of promoting the soccer club activities and the stadium proposal.

5.0 ASSUMPTIONS

5.1 Development Scenarios

The Review needs to look at both phases of the stadium, and also needs to account for the fact that development in surrounding areas will continue.

Three scenarios will be reviewed:

- A. a 15,000 seat stadium as at "opening day". Given normal timelines on major projects, the earliest the stadium could open would be Fall 2009. This scenario will assume that RAV and VCEC are operating, other currently known downtown development projects are in place, and a reasonable amount of development has continued in Downtown peninsula under current zoning.
- B. a 15,000 seat stadium with maximum future development. This will assume the above, plus Granville Square 3 tower, and Downtown capacity built out.
- C. a 30,000 seat stadium with future development, with context as in B above.

The Central Waterfront Port Lands have development potential (Central Waterfront Port Lands Policy Statement 1994), but the range of development options is so wide

that it is not practical to include development statistics for this site in the scenarios. However, the Review will assess whether or not the stadium development would pose significant problems for major development on the Central Waterfront Port Lands.

In addition, assumptions cannot be made about possible development over the CP rail yards east of the Stadium. The Review may inform judgement as to what may be possible there in the future.

5.2 "Design Events"

For the purposes of the transportation and linkages review, information on the following "design events" will be assessed by the proponent:

- A. 15,000 person event weekend daytime, weekend evening, and weekday evening
- B. 30,000 person event weekend daytime, weekend evening, and weekday evening
- C. Loading and servicing for the different types of events anticipated, since the demands vary.

5.3 Other Assumptions

A. The stadium proposal will be designed so as not to use the Waterfront Port road for access.

B. The capacity of the CP rail yard will not be diminished, although trackage may be realigned. While noting that the proponents will be responsible to coming to agreement with CP rail regarding realignment of rail tracks, the City is strongly concerned that the rail yard be able to handle the anticipated growth in goods movement through the Port of Vancouver, rather than seeing goods movement diverted to truck, which is much less environmentally sustainable.

C. In assessing the effects of the stadium proposal with respect to topics A and B, for comparison purposes, it will be assumed that some form of conventional development (i.e. office, residential) could occur over the tracks on this site.

6.0 WHITECAPS STADIUM PROPONENT ROLE

6.1 Cost-Recovery

The Proponent will cover costs of the Review that are beyond what can be accommodated in City staff's existing work programs and budgets, to the amount approved by City Council.

6.2 Information Materials

The Stadium Proponent will provide information on the proposal prior to the beginning of the Review including:

- A. conceptual design drawings illustrating the proposal in its context, including plans, sections, axonometrics and perspectives showing building form, uses, roads and linkages, parking, servicing and access provisions etc.
- B. descriptive material regarding the proposal including floor area and parking statistics; details on anticipated types of uses, events and activities (including number

of activity days/nights, attendance etc); anticipated noise levels and noise management; anticipated environmental sustainability (e.g. LEED level).

C. transportation study that includes description pedestrian/crowd, vehicle, car, taxi, transit, parking, and servicing demands; how they are proposed to be met; and what increased infrastructure may be needed in and around the site.

D. an economic statement describing how the proposal itself will be economically viable, and the anticipated benefits and costs to the range of affected areas and interests identified in Section 3 E above.

The Proponent will also provide additional information that may be requested by staff and the Consultant, as well as to create and supply display materials to be used in public consultation, as specified by the Consultant, at no cost.

6.3 Meetings

The Proponent will attend meetings with the City, consultant team, and as part of the public consultation, as needed.

7.0 CONSULTANT ROLE

The City will be seeking a consultant team to perform the Policy and Technical Assessment related to topics A and B in Section 3.0 above, and to undertake the Public Consultation.

8.0 CITY ROLE

City staff will be responsible for the following aspects of the Review

- overall management of the Review process
- provision of the data on the anticipated development in the surrounding area for the scenarios described in Section 5.1 above.
- the Policy and Technical Assessment related to topics C to J in Section 3.0 above, including a list of key policy documents
- provision of some logistical support to the public consultation component
- media relations
- reporting to City Council the results of the Review, and recommendations

A staff Technical Committee will be formed, comprised of staff undertaking portions of the Policy and Technical Assessment. The consultant team will participate as members of this Committee.

9.0 SCHEDULE

WHITECAPS STADIUM - INITIAL REVIEW : TIMELINE		Oct. 3, 2005 WHITECAPSTIMELINE.XLS						
		Oct	Nov	Dec	Jan	Feb	Mar	Apr
1) REVIEW START-UP								
	Council Endorses Initial Review	●						
	Consultant RFP out	●						
	Submissions received, reviewed	■						
	Contract finalized		■					
	Fund submission deadline	●						
	Council Endorses Consultant Selection			●				
	Consultant start-up			●				
	Proposal materials submitted			●				
2) REVIEW PROCESS								
	Review (work program to be developed)			■	■	■	■	■
	Consultant report submitted						●	
3) REVIEW CONCLUSION								
	Staff review of Consultant Report						■	
	Draft Council report re proceed further, how						■	■
	Internal review of report, concurrences							■
	To City Clerk							●
	To Council for decision							●